CENTRAL WEST END

ST. LOUIS CITY PLAN COMMISSION-1964

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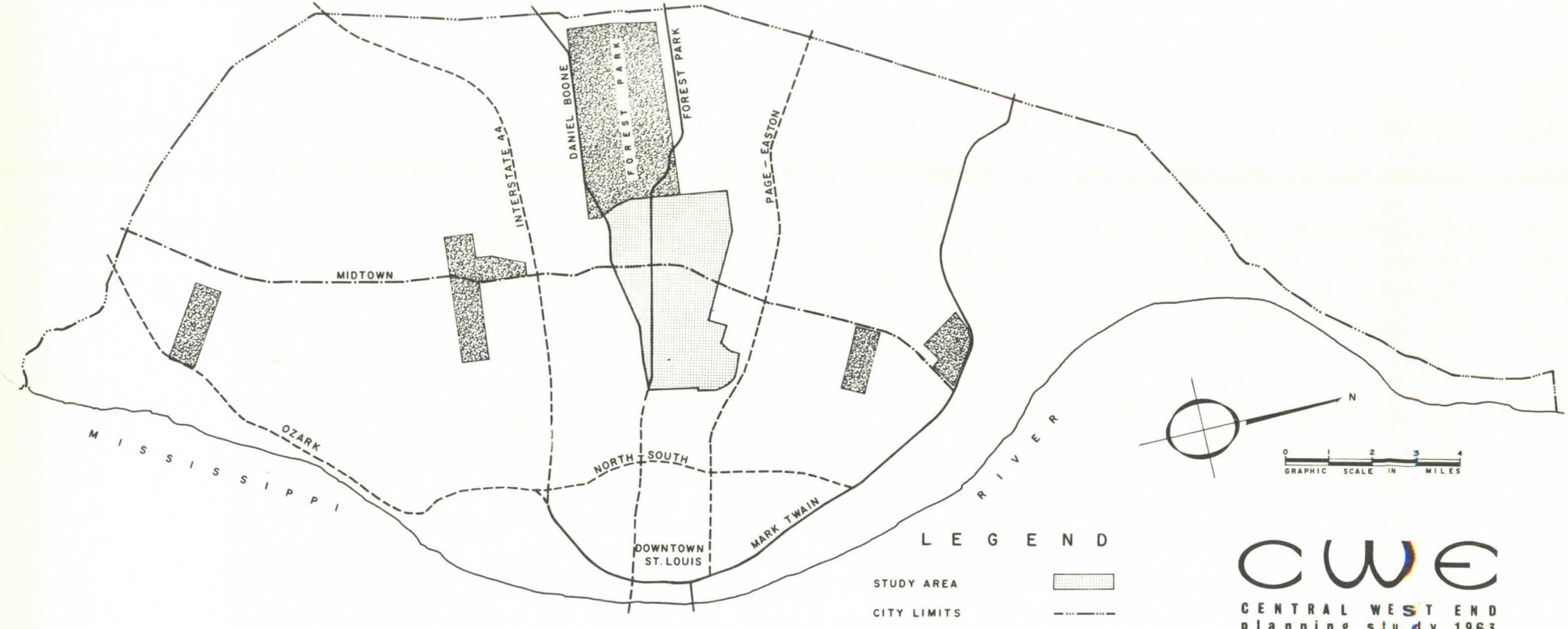

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CENTRAL WEST END
planning study 1963
ST. LOUIS CITY PLAN COMMISSION

STUDY AREA LOCATION

PLATE 1

INTRODUCTION

The area of St. Louis included as a part of this study comprises approximately three square miles. It is bounded on the south by the Daniel Boone Expressway, Delmar Boulevard on the north, Compton-Page on the east and Kingshighway on the west. See Plate 1.

Within these established boundaries are some of the major centers of interest operating in the City of St. Louis, many of which have regional and national influence. See Plate 2. Among these are:

St. Louis University
Grand Ave. Commercial Center
V. A. Hospital
Institutional Center - St. Louis Cathedral
and related activities
Gaslight Square
Kingshighway Medical Complex
Kingshighway Hotel Center

In and around these centers of interest are numerous residential and commercial properties whose conditions range from those in need of conservation and protection, as valid assets to the community, to those which only demolition for new use is feasible.

The Planning Study Area is the location of many major corporate headquarters and branch offices, as well as local business and industrial concerns. The general high level of physical improvement found in these major entities generates a great deal of the appeal and cosmopolitan nature which makes this area a desirable community within the City in which to live and work.

Anyone familiar with this general study area is aware of the widespread redevelopment that has taken place in the last several years. The pressures brought on by the public and private efforts have focused attention on this segment of the City. In view of the changing physical make-up it is necessary to assess the existing conditions, weigh the effect of new and proposed development and project the long range influences that will result. It is the intent of this study to present such conditions, outline the character of the major centers of interest and provide direction and guidance by suggesting general development possibilities.

EXISTING CONDITIONS

General Description

The study area comprises a gross land area of 1,433 acres with a population of 36,135 persons (1960 U.S. Census). This represents 4.8 percent of the total City population. Although the Central West End Study Area comprises only 3.5 percent of the total land area within the City, 8.4 percent of the City's assessable real estate is contained within it. The assessed valuation of land and improvements within this area amounts to over $139,000,000.

The study area is one dominated by a grid pattern of east-west, north-south through streets. Of the north-south streets, few are considered direct routes of travel or of adequate width to accommodate efficient traffic movement. The east-west flow is the more dominant traffic movement because of the study area lying between the terminal areas of the Central Business District on the east and the expansive suburban area on the west.

Deterioration of commercial, as well as residential accommodations, has been fairly wide spread. Properties with major deterioration exist

in the area generally east of Newstead Avenue and north of Lindell Boulevard. Except for the private residential places and new apartments, housing conditions range from fair to substandard. Generally, housing is 50 years old or more and consists mainly of duplexes, three and four family apartments and the conversion of larger living units into efficiency apartments and sleeping rooms.

South of Forest Park and east of Taylor Avenue is a major industrial area. The buildings range from new and modern to worn-out and vacant. The major problem in this section is off-street parking to accommodate people working in the industrial area.

Population

The change of population in the City between 1950 and 1960 was a 12.5 percent decrease, while the change in the Central West End was a 28.0 percent decrease or a loss of approximately 14,000 persons. Of this loss, approximately 4,000 persons were attributable to the Mill Creek Renewal Project, and an estimated 1,500 persons were dislocated by virtue of private development projects. The remaining decline was the result of a net out-migration.

Reflected in this population decline is an increase in the dwelling unit vacancy rate from 2.5 in 1950 to 8.3 in 1960. During the same period, family size decreased from 2.5 to 2.1. These two factors alone represent a loss of approximately 8,300 people or about 59 percent of the total decrease in the study area.

There are a number of factors working to reverse this loss in the foreseeable future. Several high rise apartment structures are under construction and the new Public Housing Project is about to commence. Furthermore, there is a renewed interest on the part of property owners to do something about improving the area.

Based on the 1960 census, portions of the residential areas in the Central West End received a disproportionately high percentage of the total in-migrants to the City of St. Louis. The new residents, as a group, are characterized by high levels of education, better than average income, and jobs of a professional nature. As such, the preservation of this type of accommodation is in the major interest of the City.

Density

The Central West End is one of the most heavily populated sections in the City. The average density in the study area, excluding the single family development, is 45 dwelling units per acre of net residential development. The City average on the same basis is 30 dwelling units per acre. Several of the blocks substantially exceed the 45 dwelling unit average. For example, the block containing the Frontenac and Devonshire apartment buildings has a density of 59 dwelling units per acre and the block immediately to the east partially occupied by the Revere Apartments has a density of 65 dwelling units per acre.

Land Use and Zoning

A comparison of existing land use and existing zoning is shown on Table 1. Excluding the area devoted to streets, residential development occupying approximately 26 percent of the area is the dominant use. The next highest land occupancy is for industrial activities.

In a close examination of the area there is a minimum of conflict between zoning and land use. Non-conforming uses, such as districts containing non-permitted uses, are insignificant. However, there are

TABLE 1

EXISTING LAND USE AND ZONING

LAND USE			ZONING		
Type	Acres	Percent Of Total	District	Acres	Percent Of Total
Single Family	125	8.7	A Single Family	70	4.9
Two, Three and Four Family	106	7.4	B Two Family C Multiple	163	11.4
Multiple Family	137	9.6	D and E Multiple	224	15.6
Commercial	211	14.7	F, G and H Commercial	363	25.3
Industrial	255	17.8	J and K Industrial	288	20.1
Public and Semi-Public	148	10.3			
Vacant	126	8.8			
Streets	325	22.7		325	22.7*
TOTAL	1,433	100.0		1,433	100.0

*Street area not controlled by zoning.

districts where the land has developed to less intensive uses than permitted under the ordinance. The existing land use for the Central West End is shown on Plate 3 in the Appendix.

The use regulations for each zoning district beginning with the "A" Single-Family District are incorporated in each succeeding district through the "J" Industrial District. Consequently each classification after the "A" District may contain a variety of uses plus special uses provided for in each separate district. The existing zoning districts are shown on Plate 4.

The "K" Industrial District is unrestricted except for residential uses which are specifically excluded from this district and for uses which are only permitted by the Board of Public Service. In the instance of the "K" District in the Central West End area, the residential uses of which there are 18 structures, are non-conforming uses whose existence predates the application of the zoning ordinance to the area. They are, then, the only remaining residential uses not yet replaced by expanding industrial operations.

The residual nature of some uses can be applied in comparing the single family land use volume of 125 acres to the "A" Single Family District of 70 acres. The area zoned for single family use in the Central

West End Study Area is almost totally used for single family dwellings. The difference is due to single family dwellings scattered throughout other zoning districts. Unlike single families in the "K" District, the single family dwellings in the other districts do not constitute non-conforming uses.

Table 1 shows there is more land zoned for two, three, four and multiple family units than is actually used for this purpose. This is an example of the developmental potential, within the residential zoning districts, not being realized. Part of the failure of these districts to reach their developmental potential is their relationship to one another, their proximity to undesirable building conditions and use deterioration.

Land Use Trends

Land use changes between 1951 and 1961 are shown on Plate 5. This comparative study serves to point up the changing character of the area, the loss of residential properties to commercial and industrial uses and the change from lower density to higher density residential.

On Plate 5 major use is established on the basis of representing 50 percent or more of the land area in the block.

Table 2 shows that in the ten year period some 50 city blocks were changed from dominant one and two family use to multiple dwellings, commercial or industrial uses. Forty and one-half city blocks became predominantly commercial in use, with 13 of these changing from one and two family residential to commercial. In the same time period only eight and one-half blocks were returned to predominantly residential use of one and two family character. All in all there were 74 blocks in 1951 in which the dominant use was for one and two family residences as opposed to 26.5 blocks of this character in 1961.

The number of blocks in which the major use was for three or more Family Residential changed from 18 in 1951 to 34 in 1961. This is nearly a 100 percent increase with much of the change occurring in the central western section. Such increase is indicative of the type and character of future residential accommodations in this section of the City with a corresponding increase in density in the years ahead.

TABLE 2

CHANGE IN MAJOR LAND USE - 1951-1961

Number of Blocks Changed

MAJOR USE - 1961	MAJOR USE - 1951						
	1 & 2 Family Residential	3 or more Residential	Commercial	Industrial	Public Semi-Public	Vacant	Total Blocks Major Use 1961
1 & 2 Family Residential	18*	4	1	2 1/2	1	0	26 1/2
3 or more Family Residential	28	5*	0	0	0	1	34
Commercial	13	2	3*	14 1/2	3	5	40 1/2
Industrial	9	3	6	14*	2	5	39
Public & Semi-Public	6	4	0	0	2*	3	15
Vacant	0	0	0	0	0	0*	0
Total Blocks Major Use - 1951	74	18	10	31	8	14	155

*Less than 1000 square feet change or no change.

Note: Blumeyer Public Housing Project and Mill Creek Renewal Project are not reflected in this total.

The blocks, in which commercial operations are the dominant use, have increased from 10 in 1951 to 40.5 in 1961. Many of the commercial block changes took place in the central and eastern sections of the study area where surface parking lots were created which caused the removal of residential and industrial establishments.

Housing

Two plates have been prepared depicting the volume and quality of existing housing and the change in number of housing units from 1950 to 1960.

Plate 6, Number of Housing Units and Housing Conditions, presents a picture of the relative volume of housing units which is also reflective of the population density throughout the Planning Study Area. By pattern indication the degree of unsound housing in a particular block is also shown. The majority of substandard housing is located north of Lindell and east of Newstead. The study area contained 17,459 housing units in 1960 of which over 20 percent were unsound. This rate is similar with the overall City figure of 24 percent unsound living units.

Plate 7 graphically presents the change in Number of Housing Units between 1950 and 1960. During this period there was a net increase of 266 dwelling units. The total number of units does not reflect the internal shifts in living accommodations. There were substantial losses in the eastern end which were partially offset by new development along Kingshighway. In other sections particularly north of Lindell Boulevard between Spring and Taylor Avenues there were many rooming house and apartment conversions. Much of the conversion activity has not added to the strength of the housing market because of lower quality units. Between 1950 and 1960 the Montclair and Frontenac were the only two major apartment buildings constructed, accounting for 432 apartments. The remaining unit increases shown on the Plate were largely conversions.

Building Improvements

The combined building improvements by block between 1955 and 1963 are shown on Plate 8. The information was obtained from the City's building permit records. Expenditures under $10,000 were not recorded since much of the work constituted general maintenance or renovation work. The major development activities took place in the eastern and western sectors of the district with Lindell Boulevard also showing recent growth.

In the eastern section, the apartment development in Mill Creek and the St. Louis University expansion program accounted for much of the new construction activity. In the western portion the new construction consisted of hospital expansions, new medical and office buildings, hotel and motel development and new apartment structures.

PUBLIC PROGRAMS

The Central West End contains a number of public development proposals which are either in execution or incorporated in future programs. The proposals are:

Public Parks
Children's Services Center
Juvenile Court
Delmar-Franklin and Grand Avenue Viaduct
Midtown Route
Daniel Boone Expressway
Forest Park-Rock Island Expressway
Mo. 1-9 Public Housing Project
Grandel Shopping Center
Mill Creek Redevelopment Project

Public Parks

The Official Parks and Recreation Plan adopted by the City Plan Commission in 1948 and revised in 1959 indicated three public parks or playgrounds in or adjacent to the study area, totalling 74.8 acres. One of the three parks (22.9 acres) is proposed to occupy a site bounded by Bell, Grand, Cook and Spring Avenues, north of the Veterans Administration Hospital; another (21.7 acres) is bounded by Delmar, Spring, Windsor and Vandeventer Avenues, just west of

the Veterans Administration Hospital. This site has been altered by the construction of the Children's Services Center, and the Juvenile Court will further reduce its size. The third site (30.2 acres) which is north of the study area is bounded by Delmar, Taylor, the abandoned Hodiamont streetcar line and Walton Avenue.

Not included in this total is a 7.4 acre park to be developed east of Compton Avenue and north of Delmar largely to serve the Mo. 1-9 Public Housing Project.

Children's Services Center and Juvenile Court

The recently completed Children's Services Center and the Juvenile Court Building, now under construction west of Spring Avenue between Bell and Enright Avenues, when joined with the Veterans Hospital creates a large public area extending from Grand Avenue to Vandeventer.

Delmar-Franklin and Grand Avenue Viaduct

The proposed development of a grade separation to accommodate vehicular traffic at Delmar and Grand Avenue is incorporated as a recommendation of the adopted Major Street Plan. The separation

is needed to eliminate the at-grade traffic conflicts between Grand Avenue and Delmar Boulevard. A grade separation will do much for the heavy north-south traffic on Grand Avenue which is presently constricted between Lindell and Delmar Boulevards.

The Major Street Plan also indicates the need to widen Delmar Boulevard from Grand Avenue to Kingshighway. This is the only section of Delmar from the City Limits to the downtown area that has not been widened to comply with the Major Street Plan.

Midtown Route

The Midtown Route extends from the Mark Twain Expressway on the north to Morganford Road on the south City Limits, making a cross-town and distributor route in the center of the City. It has been a part of the official Street Plan of St. Louis for a number of years. In various forms it has been designated as a major artery since the 1917 Major Street Plan. Current traffic volumes and driver desires indicate the need for such a north-south traffic artery located between Grand Avenue and Kingshighway.

Daniel Boone Expressway

The Daniel Boone Expressway extends along the southern boundary of the Central West End Study Area and also forms, predominantly, the southern boundary of the Mill Creek Urban Redevelopment Project. This major artery for the metropolitan area has recently been expanded and improved to meet the ever increasing demands of local and interstate traffic.

Ultimately it will connect to the proposed Poplar Street Bridge, crossing the Mississippi River on the south side of the Jefferson National Expansion Memorial. This construction will constitute a major through route in the City.

Forest Park-Rock Island Expressway

The Forest Park-Rock Island Expressway is the westward extension of Forest Park Boulevard to Skinker Boulevard, the limit of its actual construction. Ultimately this route is proposed to connect with the St. Louis County Inner Belt system just northwest of the St. Louis County Hospital grounds. This route while making a very fine access route between Central St. Louis County and downtown St. Louis does provide good east-west service to the study area.

Mo. 1-9 Public Housing Project - Grandel Shopping Center

The Mo. 1-9 Public Housing Project area consisting of 37 acres is bounded by Delmar, Compton, Page and Grand Avenue. It wraps around the new Vashon High School (formerly Hadley Vocational School) and St. Alphonsus Catholic Church property, both fronting on Grand Avenue.

A portion of this area, 4.1 acres, while not a part of the housing project, is being developed as a small shopping center to provide limited goods and services to the residents of the housing project. The service center will be along the east side of Grand Avenue from Belt Avenue to Delmar Boulevard.

The housing project site is cleared and new construction is scheduled for the near future. It will provide 1,305 housing units for low income and elderly persons or close to 3,783 inhabitants.

Mill Creek Redevelopment Project

The Mill Creek Redevelopment activities of new housing accommodations and the expansion of the St. Louis University Campus will have a material effect upon creating economic strength and growth potential for adjacent areas. This development will provide impetus and incentives for creating new values in this portion of the Central West End.

PROPOSED DEVELOPMENT PLAN

General Plan Consideration

The general plan on Plate 9 in the appendix is an attempt to demonstrate how this portion of the Central West End can grow into a cohesive unit, each segment of the area working together for the benefit of each other. This is not the sole plan of development, but rather an attempt to establish a general character and to present possible ideas for future development. The general objectives of the plan may be summarized as follows:

1. Suggest development proposals aimed at stopping the inroads of blight and to stabilizing the areas of deterioration.
2. Establishment of the functional characteristic of each major center of interest.
3. Development of the major centers of interest into unified operational units.
4. Protection and encouragement of a diversified selection of housing types to encompass broad family characteristics.
5. Concentration of commercial centers into logical spheres of influence where their natural attributes can be exploited and developed to their full potential.
6. Containment and strengthening of the industrial influence within the area.
7. Point up development potentials inherent in the light of proposed public improvements.

There are currently 36,135 persons residing in the planning study area. The proposed Land Use Plan shown on Plate 10 will accommodate approximately 47,000 persons. This is an increase of about 10,000 persons over the 1960 population or a 22.2 percent increase. A comparison of the existing and proposed land use for the Central West End is shown on Table 3. The existing acreage represents actual usage of property today as opposed to the ultimate development of the property as shown under future acreages. Future land use reflects the development potentials of Plate 9.

Parks

In view of the Mo. 1-9 Housing Project and its related park east of Compton, the proposed 22.9 acre park north of Veterans Administration Hospital should be moved further south and west. Its suggested location has been shown in conjunction with the expanded Marquette School facilities. It constitutes approximately 13.2 acres and extends from Vandeventer Avenue west to Sarah Street between McPherson Avenue and Olive Street. The location of this park would form a nucleus for new development and enable it to be of service for recreation to a

TABLE 3

LAND USE SUMMARY

Type Of Use	Existing Acres	Existing % Of Total	Future Acres	Future % Of Total
Single Family	125	8.7	37.3	2.6
Two, Three and Four Family	106	7.4	224.7	15.9
Multi-Family	137	9.6	155.5	10.8
Commercial	211	14.7	183.7	12.8
*Grand Center (commercial)			45.6	3.1
Industrial	255	17.8	275.0	19.2
Public and Semi-Public	148	10.3	125.0	8.7
*Medical Center (public and semi-public)			62.2	4.3
Vacant	126	8.8	---	---
Streets	325	22.7	324.0	22.6
TOTAL	1,433	100.0	1,433.0	100.0

*Indicates general scale of future projects as incorporated on Plate 10.

greater number of persons than its previous site would now serve. Presently there are no park facilities for this area.

The proposed 30.2 acre park and playground site at Delmar Boulevard and Taylor Avenue is a much needed improvement which would serve a very densely populated area not now served by park facilities. There is a potential to develop the Olive Street, Washington Boulevard and Taylor Avenue area in an open park-like manner that would extend the physical influence of this park to a greater area than the confines of its immediate boundaries. A part of such proposal would include the enlarging of the Fields School playground.

In addition to the large parks there are a number of small parks and open spaces distributed throughout the entire area to create a more spacious atmosphere for the residential structures.

Schools

As a part of the schematic proposal, the grounds of the Marquette School have been consolidated into one unit and the Fields School site has been expanded. A site for a new school is indicated on Delmar at the

Midtown Expressway location. Should there be need for additional school facilities, this latter site can be developed as a part of a future development project.

MAJOR ACTIVITY CENTERS

The previous sections of this report illustrated the relationship of various segments of the study area to existing and proposed public projects. This section deals primarily with what might be done in the area as a means to encourage further improvements. The suggestions presented for the Centers are intended merely as development guides.

The major activity centers functioning in the Central West End Planning Study Area are outlined on Plate 2. While the areas between the centers are not specifically indicated this does not mean that they are of secondary importance to the area. On the contrary, it is the residential character of the areas around these centers of activity that are of utmost importance. The need for maintaining the various residential districts is basic to the ultimate rejuvenation of the major portion of this entire study area. That people choose to live in this area is its greatest opportunity for ultimate benefit to itself, the business community, and the City of St. Louis in general.

Gaslight Square

The tornado of February, 1959, did considerable damage to a small area between Whittier and Pendleton Streets along both sides of Olive Street and about one-half block south on Boyle Avenue. In rebuilding the structures many new owners entered the area. These individuals were interested in creating a period area that would recall the earlier heritage of St. Louis. The nucleus of this type of activity already existed on Olive Street in the way of antique shops and small bars.

The physical structure of this area also was very important. It is one of the few places in the City where there is an abrupt setback of structures which creates a small plaza that lends itself to strolling and sidewalk cafes. Had this structural arrangement not existed, it is hard to conceive of this area being able to create its own identity; a separate place along an otherwise monotonous street.

The popularity of the area has local, regional and national recognition. Unquestionably the activities of this district have engendered a strong influence for improvements in areas bordering the district. Gaslight Square is the result of a unique set of circumstances. As a successful development, of value to the image of St. Louis, it should be protected.

The suggested plan on Plate 9 proposes to close Olive Street between the proposed Midtown Route and Pendleton Avenue to all but pedestrian traffic and a vintage streetcar line which would have Grand Avenue as its eastern terminus. Boyle Avenue from Olive to Westminster should also be closed. Pendleton could be extended south to Westminster, with Westminster being closed at this point providing a cul-de-sac to be approached from Newstead Avenue.

Off-street parking on the half-block areas adjacent to Gaslight Square along Westminster (Midtown Route to Boyle Avenue) and Washington Avenue (Midtown Route to Pendleton Avenue) would provide a much needed facility for this recreation center. The parking ring would provide protection from the encroachment of blight and would enable Gaslight Square interests to develop to the fullest the pedestrian character of the development without conflicting auto traffic. By isolating the area in this manner, the Square would then have more meaning as a well defined point in the City scape.

Private Redevelopment

The most successful private redevelopment of commercial and residential structures in the Central West End Study Area has taken

place at Euclid and McPherson Avenues. Stores, offices and apartments have followed the pattern of Gaslight Square in re-creating the general character of the Gaslight Period.

Just east of this commercial corner, along both sides of McPherson, is one of the few areas in the City where old homes that were converted to boarding houses or apartments are being purchased and renovated to single family homes.

The proposed plan indicates the renovation of the northeast corner of the intersection and the addition of parking facilities to the rear of the northwest frontage.

Any redevelopment of the northeast corner should include an open-to-the-street court permitting limited strolling and sitting and providing a much needed focal point. It would afford a small public space for displays and conversations so much a part of the character of the area.

Hotel Center

The eastern edge of Forest Park is lined with four major hotels and two new apartment hotels, all within a three block area. The hotels are ringed by heavy concentrations of apartment buildings and smaller hotel-apartments.

The Chase-Park Plaza complex is the anchor for the Maryland Plaza shopping district. This block is one of the high fashion centers for women's apparel in the St. Louis Metropolitan Area. Its greatest single draw-back is the lack of space to accommodate automobiles. There is ample opportunity to build new shops and a related parking garage on the north side of the block between Euclid Avenue and Kingshighway. The plan encompasses the closing of Maryland Plaza. This would not only create a unified shopping mall, but would protect the residential street to the east on Maryland Avenue.

Because of the walled courtyard, the building unit to the northeast of the intersection of Maryland and Euclid Avenues affords one of the finest possibilities in the City for walk-thru shops, open bazaar and an outdoor restaurant. The existing shops provide the base for such a venture that could work to the mutual benefit of all concerned. The parking lot to the east could be expanded by a low split-level structure below and above grade. This expansion would have a fixed occupancy by providing space for those now using the adjacent courtyard for parking.

Much of the block bounded by Euclid Avenue, West Pine Boulevard, Lindell Boulevard and Kingshighway is either vacant or in the process of being converted to surface parking. This block, available for development, is one of the prime building sites in St. Louis and should be developed as a complete entity, rather than piecemeal.

As a part of this hotel and commercial district, the small shopping complex at Euclid and Laclede Avenues gains constantly in importance to the people of the area. Most of its trade is of a walk-in category. With the advance of high density apartment units being built in this vicinity, the future of this small commercial service center should be very sound. In view of the residential increase, this center will need a higher order of development. The walk-in trade should be encouraged, and catered to, in creating a public focal point at this intersection gauged to foot traffic.

Institutional Center

The St. Louis Cathedral and the related Archdiocesan offices governing Roman Catholic Church activities for Eastern Missouri,

dominate this institutional center. Several schools and a girls residence hall, all related to the Catholic Church, make up the balance of the Center.

The prime needs here are a return of the Cathedral to a setting in keeping with this magnificent building; and the subsequent provision of off-street parking. To accomplish this, several suggestions have been indicated on Plate 9.

Maryland Avenue is closed at Newstead Avenue and the vacated space along with adjacent parcels is converted into street parking. Pershing Avenue between Taylor and Newstead Avenues would also be closed to through traffic as a part of a suggested apartment development that would compliment the institutional center and serve as a transition to the residential district to the north.

Medical Center Complex

The Medical Center Complex is bounded by Forest Park Boulevard, Taylor Avenue, Daniel Boone Expressway and Kingshighway.

This Hospital Complex is made up of these major units:

Barnes Hospital Group
Jewish Hospital
St. John's Hospital
Central Institute for the Deaf
Washington University Medical School
Washington University Dental School
St. Louis Children's Hospital
St. Louis School of Pharmacy

A new two-story medical clinic and the St. Louis Psychoanalytic Foundation Headquarters have recently been constructed along the south side of Forest Park Boulevard.

There are also three large nurses' residences and a men's dormitory in the Medical Center area.

In all, there are over 2,000 beds available for patient care; four emergency room accommodations, and five clinics for out-patient care. There are over 200,000 persons treated annually as out-patients.

The position of the Washington University Medical School and Barnes Hospital Group in the medical field are highly rated both nationally and internationally. It is important to St. Louis that such a center be maintained and supported. Recognition should be given to its requirements

in order that it may continue to expand unhampered by out-moded streets and traffic congestion.

The closing of Euclid-Kingshighway by the construction of the Kingshighway-Daniel Boone Expressway interchange has been a major asset to the center in the alleviation of many conflicting traffic movements. It has provided for the first time an opportunity to more closely unite the hospital units east and west of Euclid Avenue. The plan shown on Plate 9 is a suggested scheme for bringing about better unity in the center. A number of the hospital units are currently expanding their physical plants. In view of this activity it is incumbent upon the center to prepare a master plan for overall development guides. Now is the time for rational hospital planning before the district outstrips itself of logical growth patterns.

Industrial District

The boundaries of the major industrial district are generally from Taylor Avenue on the west, Forest Park Boulevard on the north, Grand Avenue on the east and the Daniel Boone Expressway on the south.

The common problem in this area is the deficiency in off-street parking accommodations for plant personnel, customers and visitors.

Most of the parking needs can be developed within the district itself. This can be accomplished with a minimum of relocation of existing uses. It does require a re-assessment, on the part of present owners, of the value of existing industrial land relative to its usability without adequate parking and its value to the existing industries if used as parking to serve the area. The land is there now, it may not be available in the future. An indication of possible locations for major off-street parking facilities within this industrial district are indicated on the proposed plan.

St. Louis University

St. Louis University is currently progressing with extensive campus additions. In conjunction with this program the proposed plan on Plate 9 suggests creating an east-west mall from Pius XII Library east to Grand Avenue in what is now West Pine Boulevard. This would create an axis between the University developments east and west of Grand Avenue. To further encourage this relationship an underground pedestrian passage is suggested for Grand Avenue.

St. Louis University anticipates an enrollment of 15,000 students or more by 1980. Such an increase will open the market for accommodations for off-campus students and supplementary personnel such as teachers and administrators. Also, there would seem to be a potential for the major church orders to construct residential facilities for their members in attendance at the University. For these reasons the plan on Plate 9 suggests a residential belt around the University.

Grand Center

Introduction

The Grand Avenue-Lindell Boulevard complex has been designated as one of the major centers of interest operating within the Central West End Planning Study Area. As such, it has been studied in its relationship to the total study area and the development projects surrounding the Grand Center.

The Grand Center contains a number of major business and semi-public uses presenting a broad diversification within a small land area. This is the only section within the Central West End Planning Study Area with a sufficiently broad commercial base that can encompass a widely diversified number of new uses.

The extensive development taking shape in the Grand Center area can only be assured of continued vitality by strengthening the commercial core of the district. Unless there is creative development within the commercial center the value of current activities will be minimized and the total complex will not reach its maximum potential. To allow large business and commercial properties to be dissipated throughout the total Central West End is detrimental not only to restoring the Grand Center, but also to creating a well balanced development in this section of the City.

Basic Considerations

General Impressions

The general impression one gets upon moving through the present Grand Center area is of substantial commercial and semi-public properties mixed among rundown residential, commercial and industrial uses. The substantial buildings act as walls along Lindell Boulevard and Grand Avenue hiding the badly neglected uses behind them.

Existing Determinants

The Grand Center is contained within specific boundaries - Spring Avenue on the west, Theresa Avenue on the east, Delmar Avenue on the north and Lindell Boulevard on the south.

There are a number of forces that are acting now to form what can be called the Grand Center. The location of St. Louis University and the new residential area in Mill Creek border on the south; the Veterans Administration Hospital, the proposed Mo. 1-9 Public Housing Project and the new Children's Services Center round out the area to the north; the Spring Avenue extension provides a new through street on the western edge; with the automotive warehousing district bordering east of Theresa Avenue. Between Spring and Vandeventer Avenues is a new light industrial area plus a potential area for new residential development. These existing and proposed developments close a tightly knit ring around the Grand Center.

Most of the above forces, as public and semi-public projects, are known but not recognized in their total effect. These same forces will create an even stronger influence in the next ten years. The combination of these developments converging on the Grand Center area will have the most positive implications of any one area in St. Louis.

TABLE 4

GRAND CENTER - EXISTING LAND USE - 1963

LAND USE (Square Feet)

City Block Number	Residential	Commercial	Industrial	Semi-Public	Vacant	Total
1961	31,059	200,054	---	141,511	---	372,624
2287	43,534	347,282	21,535	46,113	---	458,464
2288 S	47,278	240,988	7,982	42,016	---	338,264
2288 NA	19,625	85,750	37,625	8,931	20,513	172,444
2288 NB	26,100	54,823	---	3,150	21,015	105,088
1059	2,353	104,145	12,995	---	---	119,493
1060	4,157	192,960	---	---	---	197,117
1061	6,733	101,430	5,387	32,153	---	145,703
1062	---	126,786	---	---	---	126,786
TOTAL	180,839	1,454,218*	85,524	273,874	41,528	2,035,983
% OF TOTAL	8.88	71.43	4.20	13.45	2.04	100.00

GRAND TOTAL 2,035,983

*Off-Street Parking is 47.69 Percent of Commercial Use

Existing Land Use

The nine blocks designated as the Grand Center have a land area of 46.7 acres exclusive of streets and alleys. Of this total area 34 percent or 15.9 acres is used for surface parking. This figure includes incidental parking as well as major lots, the total of which comprises 47.69 percent of the commercial land use category indicated in Table 4.

The balance of the area or 30.8 acres ranges in use from prestige office space to vacant houses. It includes theaters, large semi-private clubs and repair garages. The condition of the buildings runs the gamut from good to very bad. The three primary building types or uses are commercial, light industrial and semi-public.

Center Needs

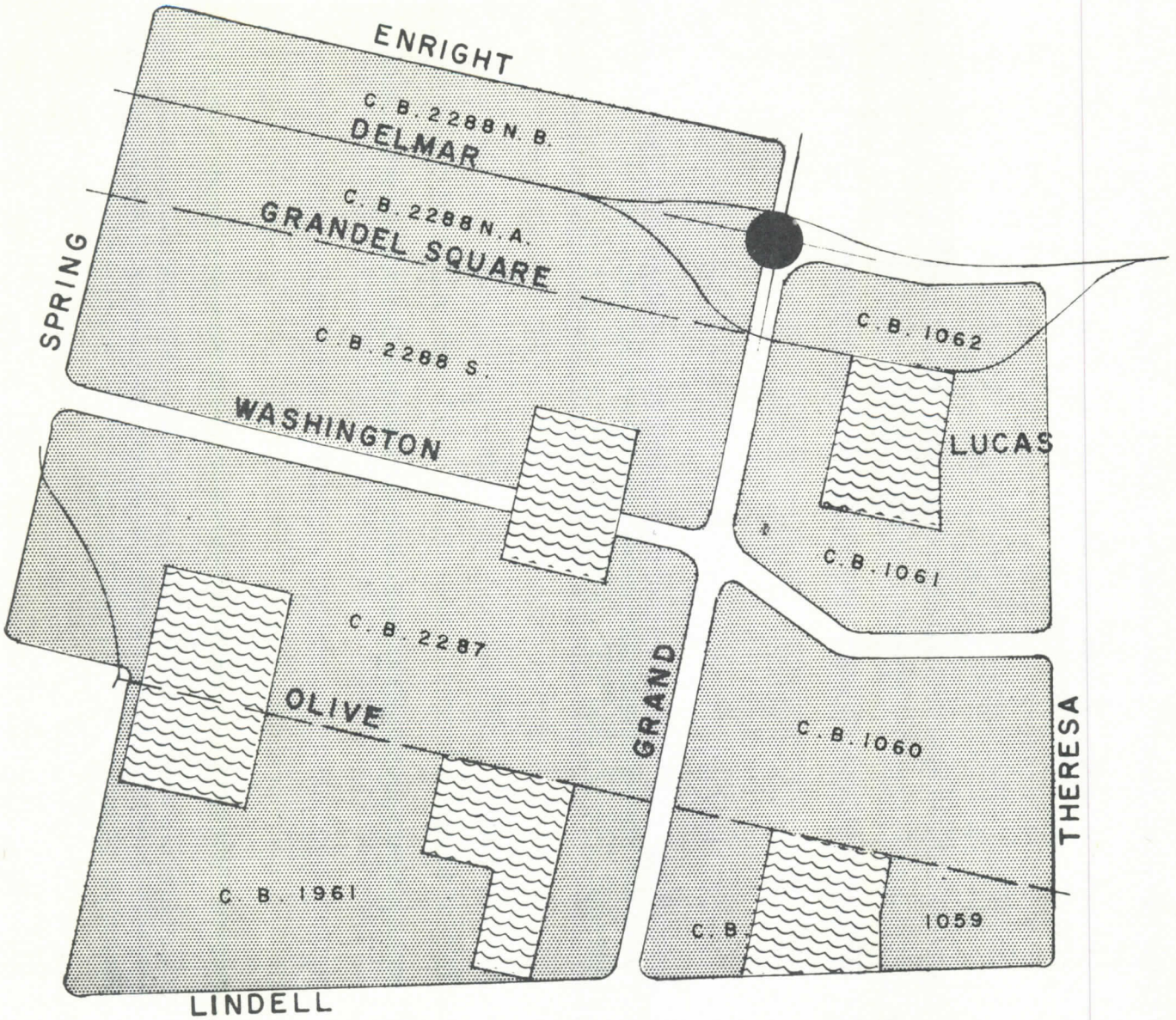
Orientation

The large public and semi-public developments north and south of the Center tend to suggest a new orientation. Today there is no north-south orientation that carries beyond one block. The east-west through

streets dominate the area. In suggesting the redevelopment of this area, an effort has been made to feed people and goods into it from the east and west and to develop an interior tie from block to block that carries through from north to south.

Four large blocks have been created to provide for more cohesion in the Center's restoration and to allow for greater control of vehicular traffic. See Plate 11. In creating these larger block areas with terminal parking units, several streets have been turned from vehicular traffic to pedestrian ways. This includes Olive Street, Lucas Avenue and Grandel Square, or parts thereof, between Theresa and Spring Avenues. Such streets would be available for deliveries on a schedule and be available for emergency use at all times.

The interior orientation of the Center provides for the free flow of people in a north-south direction. The setback of the Pius XII Library is repeated to the north of Lindell Boulevard and leads into the major focal point of the proposed Grand Center. By taking advantage of the existing contour of the land, a very attractive plaza could be



GRAND CENTER
SCHEMATIC

PLANNING UNITS

PARKING GARAGES

TRAFFIC INTERCHANGE

PLATE 11

developed to attract public activity of large groups of people. A facility such as a skating rink, outdoor restaurant, display fountain or similar facility would work to assure this kind of public interaction. See Plate 12.

Public activity would help to establish the plaza as the focal point of the Grand Center to which and from which other pedestrian ways would lead. Each of the four large block units of the Center will thus be interconnected by pedestrian ways, with each being served by parking garages and peripheral vehicular streets.

Off-Street Parking

The existing off-street parking is not generally of a character that physically enhances the Center area in that there is no level of improvement other than raw macadam. No effort has been made to integrate the parking lots into the Center development. An acceptable figure for surface parking lots of 400 square feet per car applied to the off-street parking area currently being used would give 1,734 parking spaces. This figure of 400 square feet per space would provide for planting areas, parking islands and other esthetic features so necessary in creating an acceptable image to the public. See Table 5.

TABLE 5

GRAND CENTER - OFF-STREET PARKING

City Block Number	Sq. Ft. Per Block	Sq. Ft. Parking Per Block	% Block Area In Parking	Balance Available Sq. Ft.
1961	372,624	68,300	18.33	304,324
2287	458,464	165,600	36.12	292,864
2288 S	338,264	117,500	34.74	220,764
2288 NA	172,444	54,750	31.75	117,694
2288 NB	105,088	34,950	33.26	70,138
1059	119,493	26,100	21.84	93,393
1060	197,117	84,300	42.77	112,817
1061	145,703	71,075	48.78	74,628
1062	126,786	71,075	56.06	55,711
TOTAL	2,035,983	693,650		1,342,333
ACRES	46.74	15.92		30.82
PERCENT OF TOTAL		34.07		65.93
PARKING GARAGE PROPOSALS				
	276,800 sq. ft.	6.35 acres	9.57 acres return to other uses	

The proposal to provide parking garages strategically located would, at 350 square feet per car requirement for parking garages, provide 3,950 parking spaces which could be expanded at a later date if necessary. The current surface parking is static and cannot be expanded economically. The proposed five garages shown on Plate 11 would occupy only 6.3 acres as opposed to 15.9 acres currently in use for surface parking. The figure of 3,950 parking spaces does not include the additional proposed surface parking located north and east of the Grand Center. The lots would accommodate 305 cars bringing the total under the proposed plan to 4,255 parking spaces.

New development in the Grand Center should be predicated on moving automobiles into garages thus freeing the subsequently available land for a higher order of use.

Center Restoration

Advantages of Planned Units

There are a number of benefits to be gained by the restoration of the Grand Center within the framework of an overall development plan. Certain of these benefits are outlined below:

1. The entire area could be renovated so as to complement the surrounding project developments previously described. This is important so as to prevent creating a stigma against the present Center by the people who will find themselves residing in or affilitated with the adjacent area during the next several years.

2. There is a broader opportunity to work within a known framework so that each development has a reference to the total district.

3. It illustrates what can be attained on a coordinated basis. Without the benefit of overall direction, individual effort cannot be motivated to build in increments which will lead ultimately to a unified district.

4. An overall development plan effectively demonstrates the functional interplay between the major elements of the district such as vehicular and pedestrian circulation, parking arrangements and the ability of the district to work as a unit.

Potential of a Restored Grand Center

The pressures of an ever changing urban society are evident in the current status of the Grand Avenue Commercial District. The district has fluctuated as economic and social changes occurred both within the district as well as within the area which adjoins it. Of influence upon the district, for example, has been the changing theater industry, decentralization of general office space and decreasing demands for hotel accommodations. One single factor of major impact upon the area was the economic decline in extensive portions of the adjoining area. The blighting conditions which moved westward from the river-front could not avoid leaving its image on the commercial center. Today the adjoining areas are being reshaped which should provide the stimulus for economic growth in the district.

The currently proposed residential units in Mill Creek and those in the Blumeyer Project should assure a minimum of 8,500 new residents dependent upon the commercial and service facilities of the Grand Center. By 1980, St. Louis University expects an enrollment of 15,000 students with an increase in the number of instructors and related support personnel.

These three projects alone have the potential for 25,000 people immediately adjacent to the Grand Center. The district, because of its geographic location and its relationship to adjoining public and semi-public institutions does possess the ability to regain its vitality as a regional service facility. It can complement the Central Business District in meeting the requirements of business activities which need not be in the Central Business District but which desire a close relationship because of the diverse activities available in the central core area.

The value of this Center to the City of St. Louis is threefold - a major business center will be redeveloped; there will be added incentive to the desirability of locating businesses in the City and; the benefit of increase in both individual payrolls and tax revenue.

The basic potential is one of opportunity to create an urban center that could be of inestimable value in the years to come for the City of St. Louis.

SUMMARY

The work completed as a part of this report was undertaken with the intent of demonstrating the regenerative forces that could be of influence in upgrading the weaker portions of the physical environment in the Central West End Study Area.

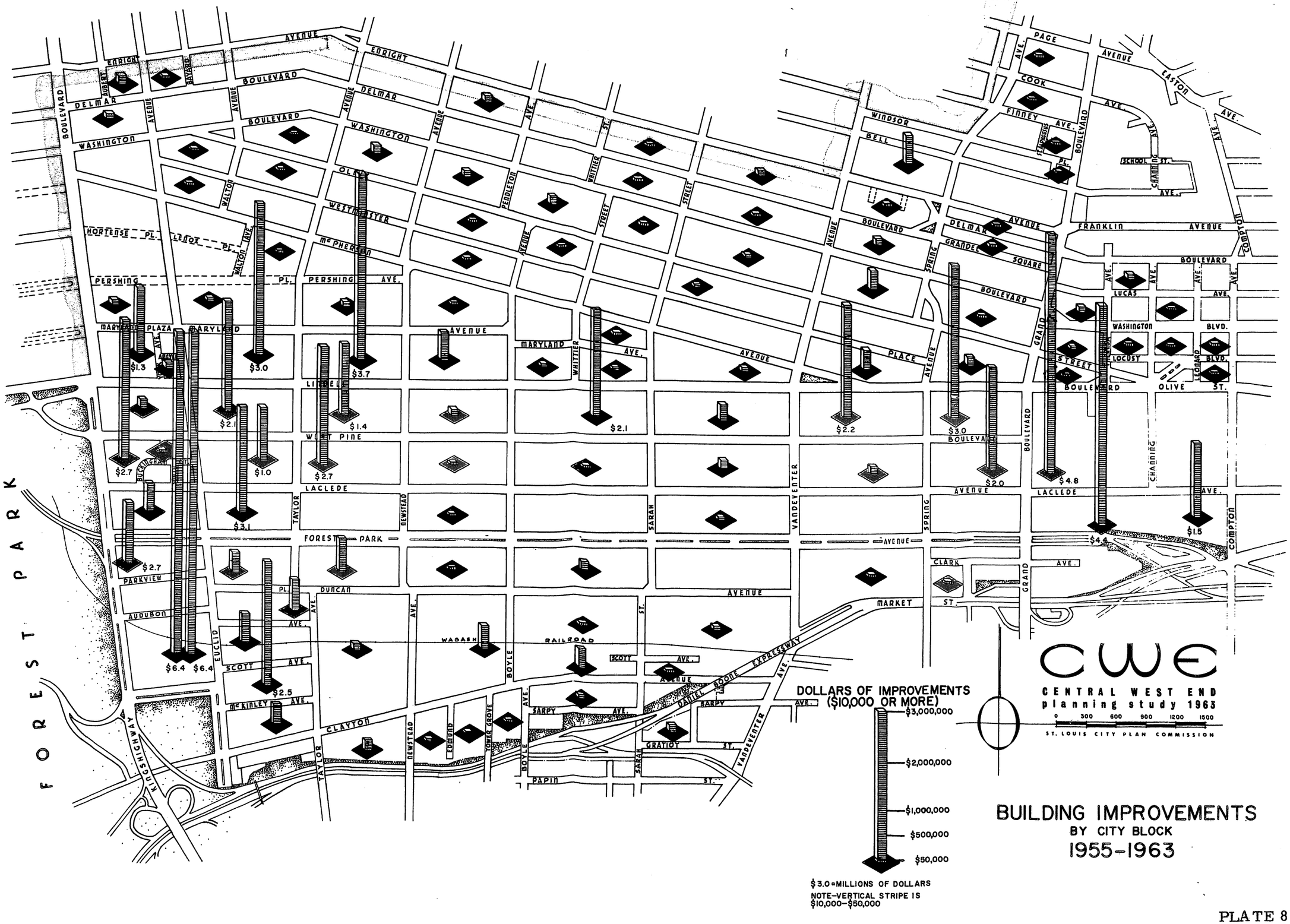
Known public and private projects have been considered to be in existence as physical entities. These have been studied for ways in which they could be coordinated and made a basis for a program of urban development.

The task then becomes one of making known, to the people of the area, the potential for growth inherent in these basic projects.

Having started with the recognition of several "Major Activity Centers", each with its own characteristics, the next consideration was the development that exists between these centers. It is this portion of the study area that needs the most positive action to upgrade its physical existence. The "Major Activity Centers" can be sustained for varying lengths of time because of their individual uniqueness, but the in between areas need help now. There will be no comparable opportunity in the future to

upgrade these areas as a unit. The variety and magnitude of the "Major Activity Centers" give uncommon support to the potential of creating a unique urban environment for residential and commercial development.

It is obvious from an inspection of the area that no one program will solve all the problems and that the cooperative efforts of both private and public interest will be needed. It is further incumbent upon all interested individuals and groups that overall development goals within the area be established so as to direct all building efforts in accordance with predetermined objectives. It is to this end that the report is directed, rather than as a rigid plan of development.


DOLLARS OF IMPROVEMENTS
($10,000 OR MORE)
$3,000,000
$2,000,000
$1,000,000
$500,000
$50,000
$3.0 = MILLIONS OF DOLLARS
NOTE–VERTICAL STRIPE IS
$10,000–$50,000
CWE
CENTRAL WEST END
planning study 1963
0 300 600 900 1200 1500
ST. LOUIS CITY PLAN COMMISSION
BUILDING IMPROVEMENTS
BY CITY BLOCK
1955–1963
FOREST PARK
$1.3
$3.0
$3.7
$2.1
$1.4
$2.7
$1.0
$2.7
$3.1
$2.7
$6.4
$6.4
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$2.1
$2.2
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$4.8
$4.4
$1.5

PLATE 8

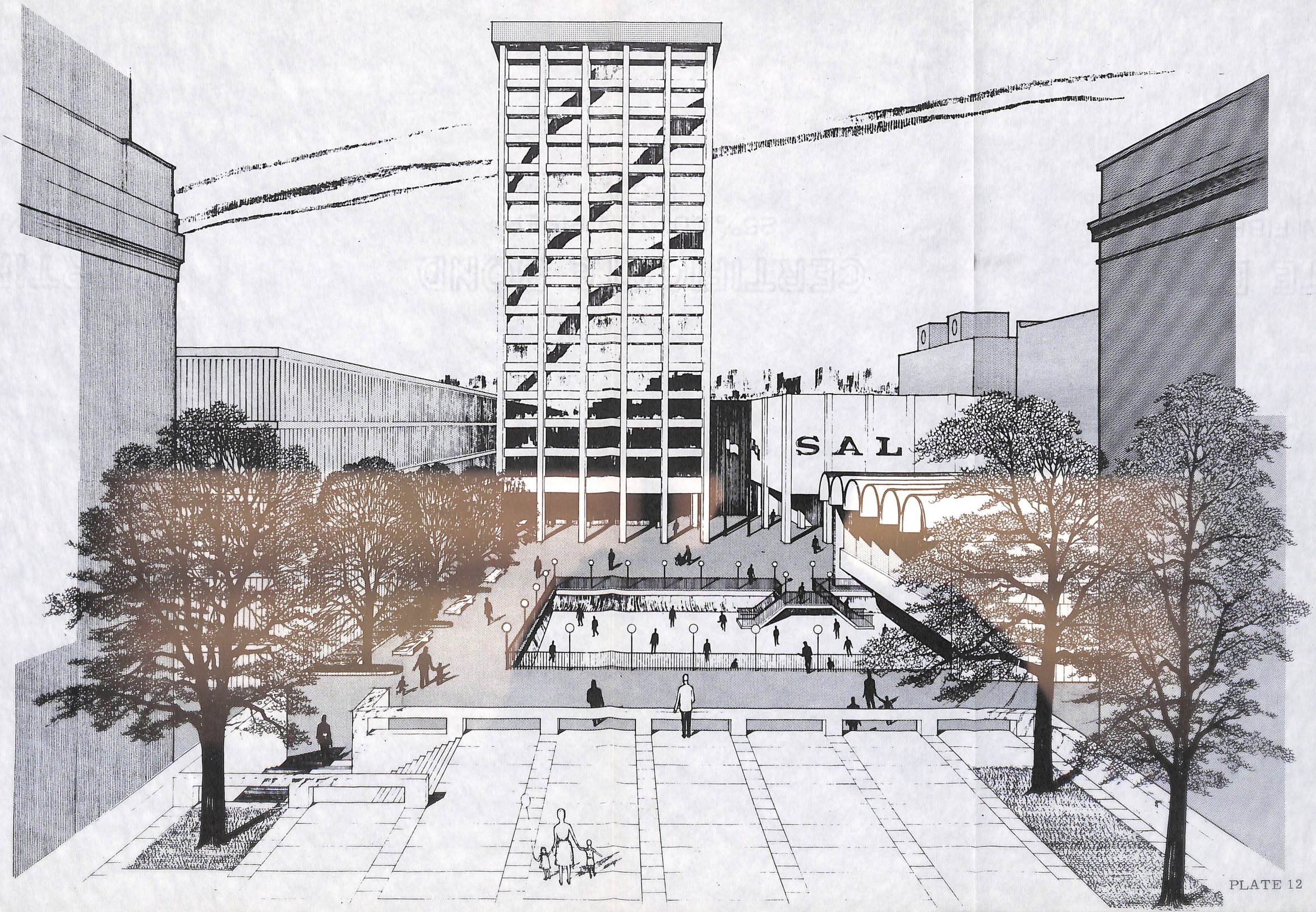
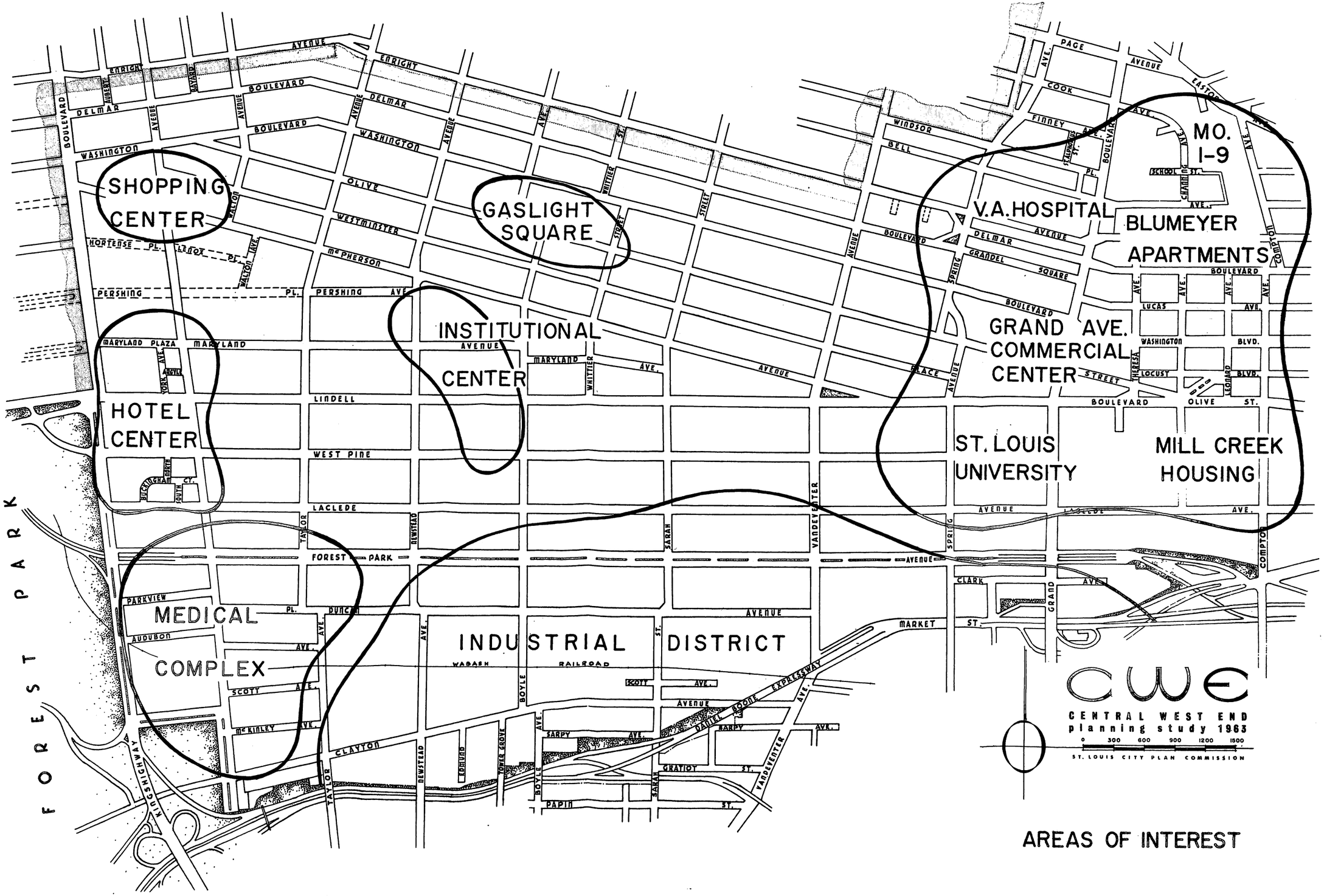
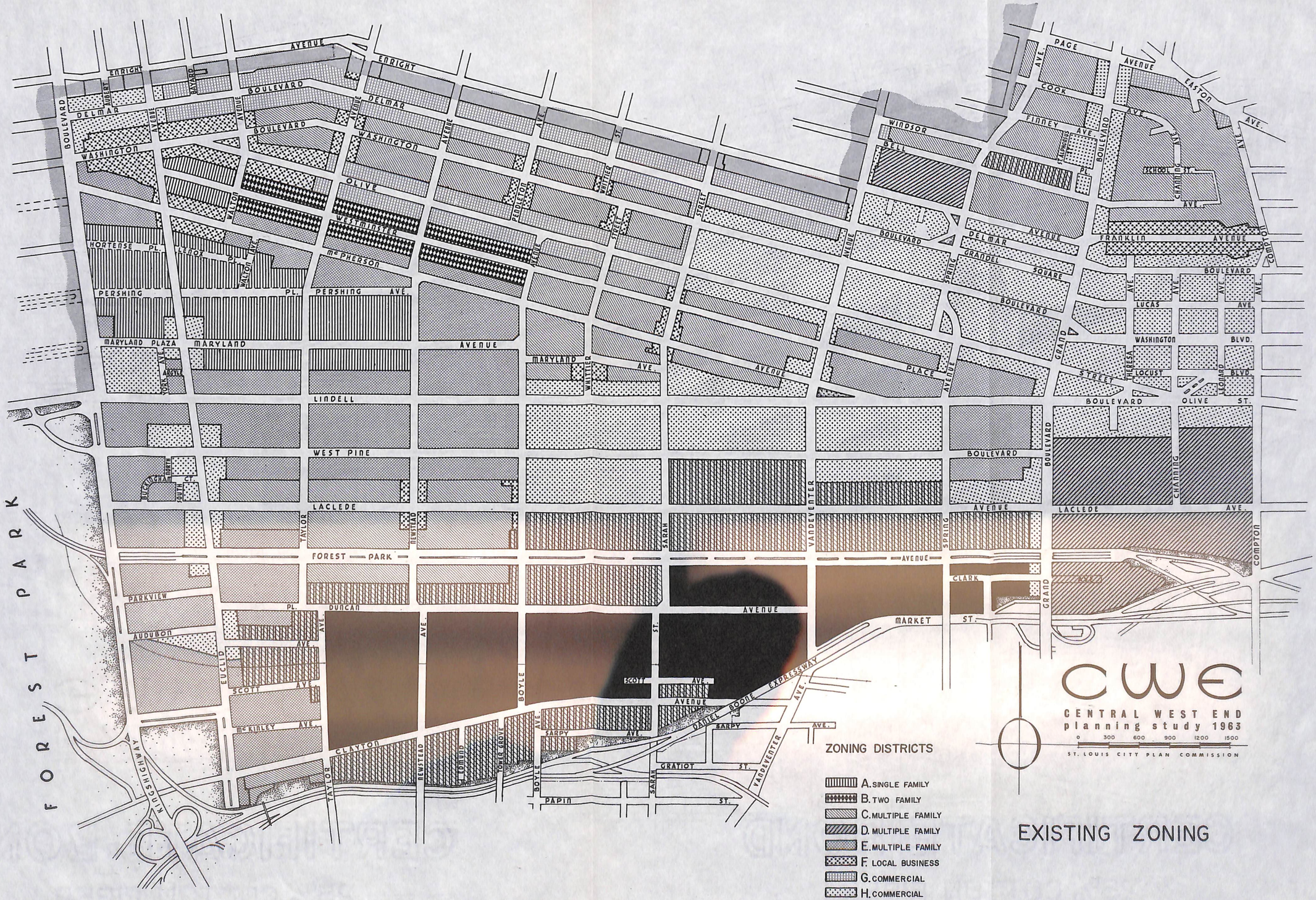


PLATE 12



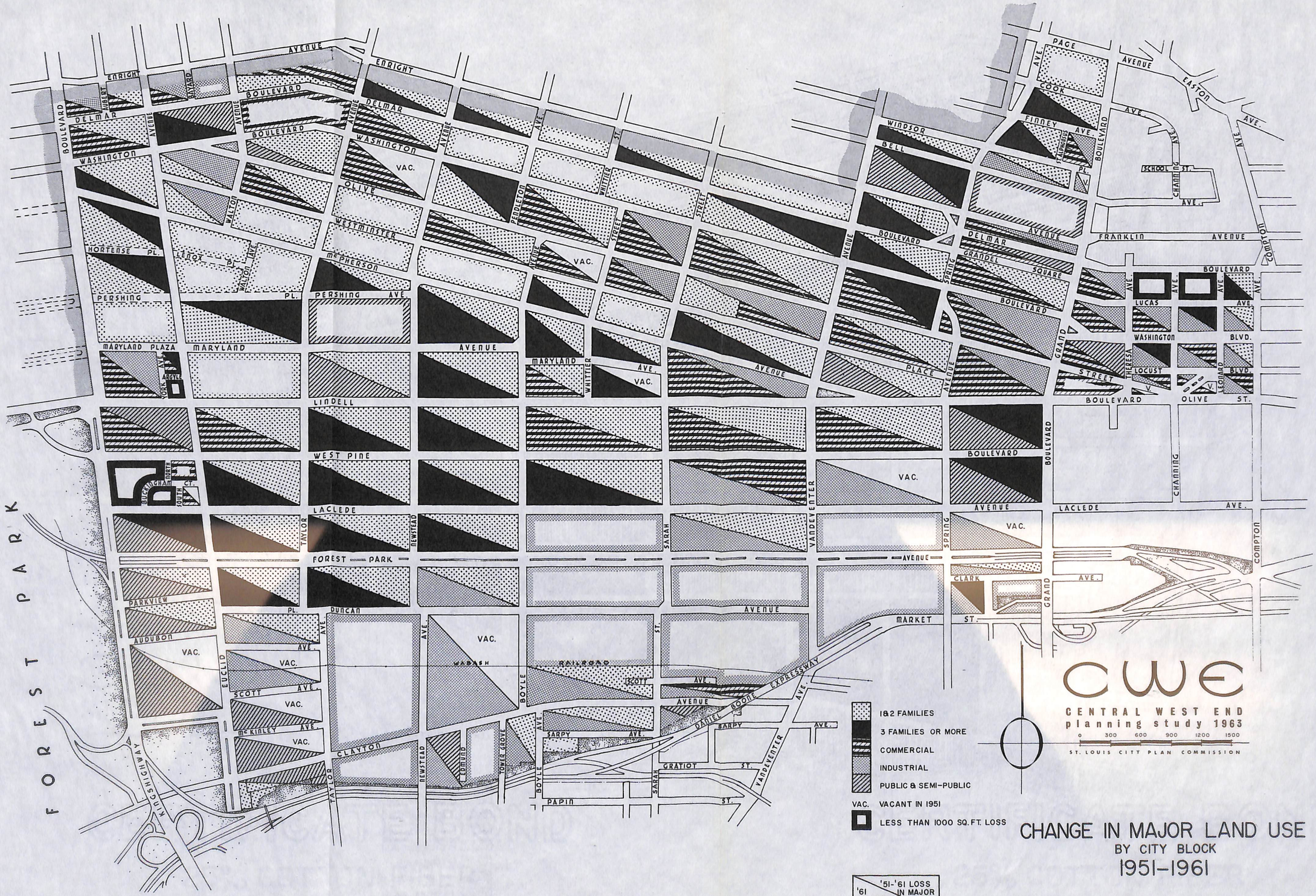
AREAS OF INTEREST

PLATE 2



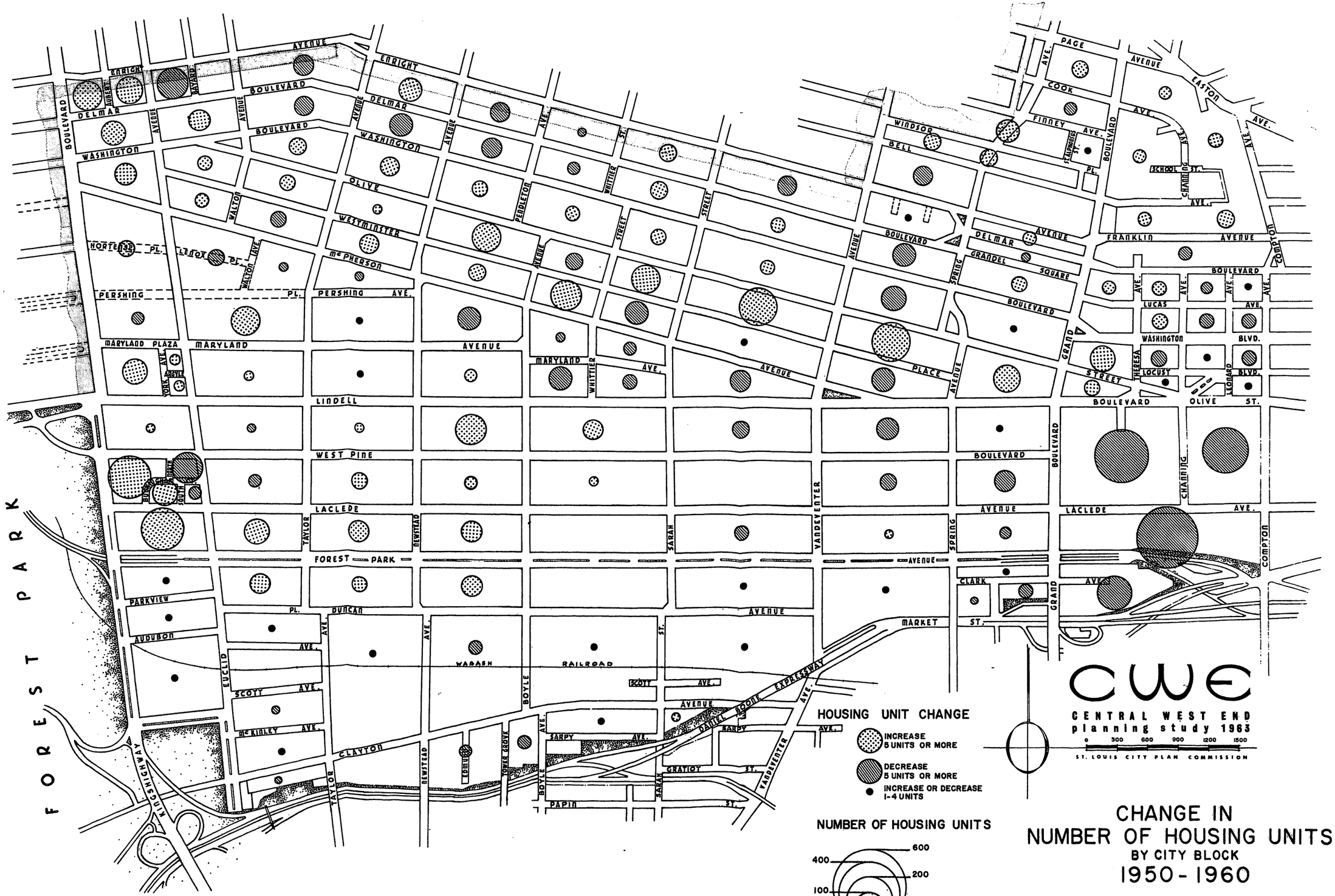
EXISTING ZONING

PLATE 4



CHANGE IN MAJOR LAND USE
BY CITY BLOCK
1951–1961

PLATE 5



HOUSING UNIT CHANGE

- INCREASE 5 UNITS OR MORE
- DECREASE 5 UNITS OR MORE
- INCREASE OR DECREASE 1-4 UNITS

NUMBER OF HOUSING UNITS

600
400
200
100
10

SOURCE: U.S. CENSUS

CWE

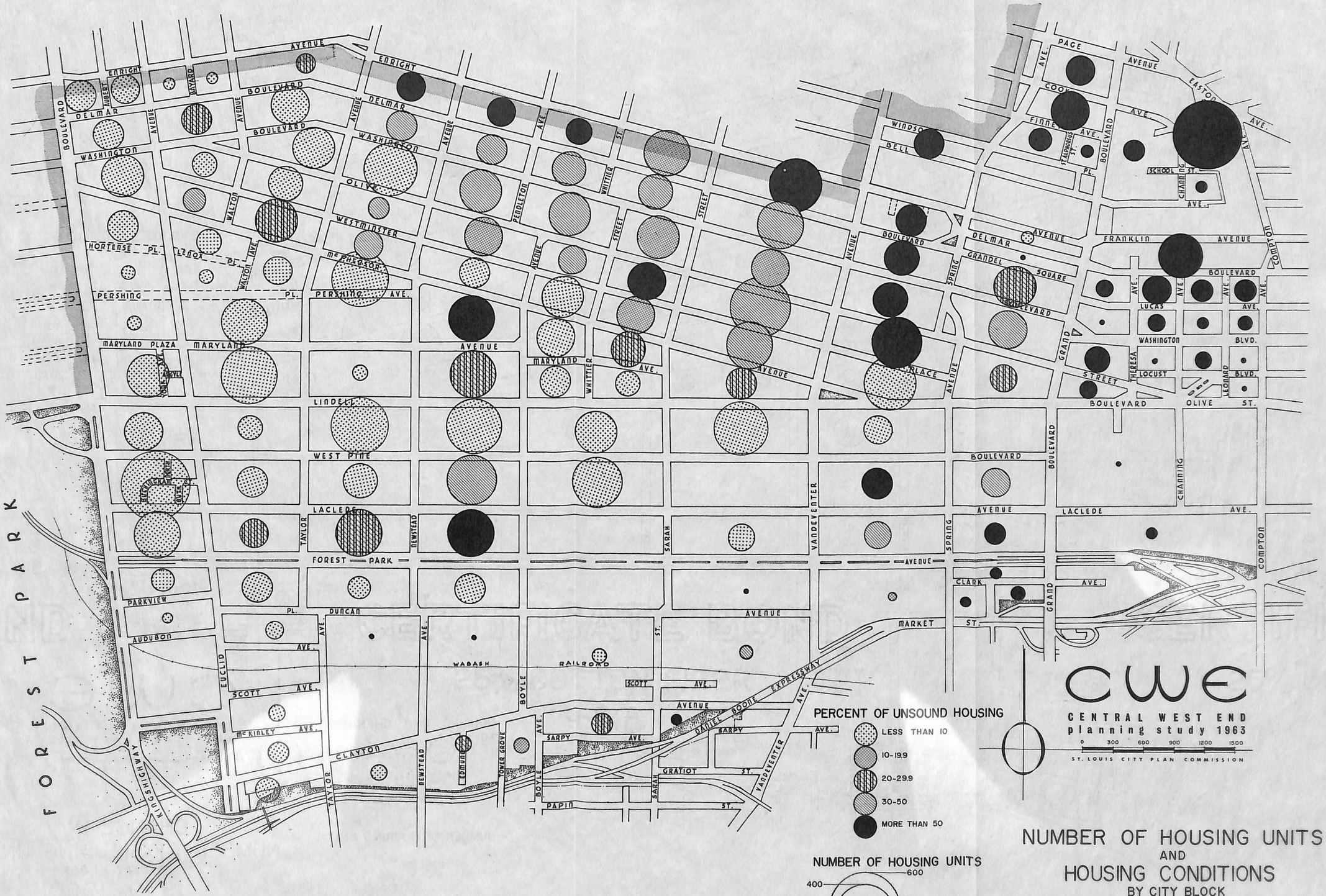
CENTRAL WEST END
planning study 1963

0 300 600 900 1200 1500

ST. LOUIS CITY PLAN COMMISSION

CHANGE IN NUMBER OF HOUSING UNITS BY CITY BLOCK 1950 - 1960

PLATE 7



NUMBER OF HOUSING UNITS AND HOUSING CONDITIONS BY CITY BLOCK 1960

PLATE 6